

July - September 2000



Contingency Preparedness Review

A quarterly newsletter prepared by the Contingency Preparedness School, TRACEN Yorktown

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Formatting a Plan? Think ICS.

By: Samuel Korson, G-OPF-3

So you are writing (or re-writing) a plan? When it comes to format: consult the customers, or those who will ultimately use the plan. The criteria you should consider - adequacy, feasibility, consistency, acceptability, and completeness - are for the plan itself, as well as, the best format. There are requirements, but also many options for different plan formats. **However, for consistency, G-OPF-3 advocates using ICS formatted plans, when there is no Department of Defense or ACP (OPA 90) requirement.** This concept is important since the USCG units will be working closely with other state, federal, and local responders, and the maritime community using a standard planning system like ICS, the common denominator among most of these emergency response agencies.

The only two format requirements for Coast Guard plans are JOPES, for military contingencies (war and DoD specific responses), and ACPs (mandated by the Oil Pollution Act of 1990 - OPA 90 - which are required for oil spill and hazardous material responses). Why the difference?

The U. S. Coast Guard, as a member of the armed services of the United States, and a resource provider in the "Joint" military response community, is required to maintain a certain family of plans. Coast Guard military plans, like those in JOPES format (essentially the Atlantic Area 9700 and Pacific Area 9800 OPLAN's), are designed to be standardized.

An interoperability of planning and executing these plans, is highly essential to successful joint operations. In the world of DoD, it is crucial that the entire planning community be as one, providing uniformity with policies, procedures and

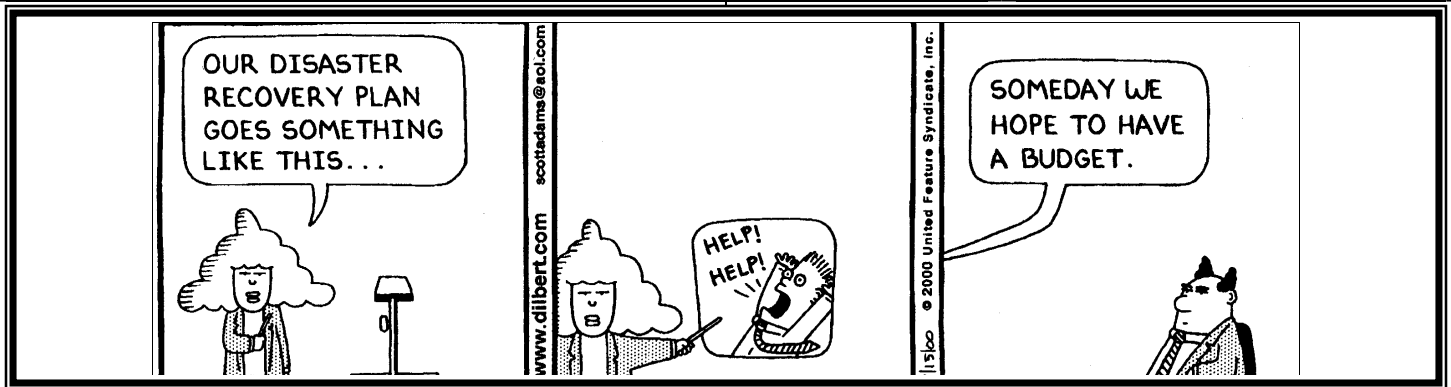
reporting structures. JOPES provides for this. Coast Guard doctrine has slightly modified the JOPES process, but not the format. This doctrine is detailed in the first reference at the end of this article

Area Contingency Plans (ACP), on the other hand, are designed strictly to enable the Coast Guard to work closely with state, federal, and local agencies, as well as those entities within the maritime and petroleum industry. OPA 90, and new guidance coming from G-MOR on ACP format known as ACPTAMS, mandates a specific format that facilitates agencies to respond in unison within an ICS environment.

So, what about natural disaster plans, or anti/counter terrorism plans, or even large marine events? The quick answer is this: Your response organization and plan users will dictate the plan format. When applicable, each plan should reflect the self-preservation, reconstitution and statutory response needs of the command. It should also reflect the interoperability of the unit with other state, federal, and local agencies, as well as the maritime community. When operating in a joint DOD environment, the format should be JOPES. When working primarily with state and local agencies, the format should support the NIIMS ICS organization. ACPs provide a good example of ICS format and can be used as a model for other contingency plans.

An additional challenge in planning exists in addressing Military Outload operations. In Area OPLAN's, this contingency encompasses five appendices (31-35) under Annex C - Operations. All five: Port Safety, Facility Security, Vessel Security, Waterway Security, and Commercial Vessel Safety, will be conducted with military, state, local and civilian personnel. Coast Guard leadership is paramount.

In this situation, consult your local Port Readiness Committee (PRC), or the National Port Readiness Committee (NPRC). Consult *COMDTINST M3501.38 Naval Coastal Warfare*, which covers authorities, responsibilities and organization. Essentially, it is up to the Captain of the Port to determine how to organize (N-Staff, J-Staff, even ICS). In these cases, it is best for the Planner to discuss this issue with the Port Readiness Committee, ensuring that all of the applicable parties are involved to iron out any planning differences that there might be.



Remember that plans should be brief and operationally effective. They should be written to help guide the responder to information necessary for quick, well-informed decisions. In addition, plans should be easily included as an Appendix to the appropriate section of the unit OPLAN, in order to be easily found, and maintain a minimal planning inventory. If it's not a JOPES or ACP mandated plan, than knock yourself out in creating a user friendly, customer oriented, formatted plan. ICS can do it for you.

1. COMDTINST M3010.11B, Contingency Preparedness & Planning Manual, Volume 1.
- 2.. Joint Pub 5-0, Doctrine for Planning Joint Operations, 13 April 1995, page viii).

Published Article Review:

"Jointness Begins at Home – Responding to Domestic Emergencies" by Captain Alan Brown, USCGR

Review by: LT Dan Deptula

Are you still sorting out the similarities, differences and compatibility of the Joint Operational, Planning and Execution System (JOPES) and Incident Command System (ICS) as both a planning and an execution response management system? Don't worry, so is the rest of the Coast Guard. As we explore application of these systems, a watchful eye peers over all other agencies using them, particularly the Department of Defense (DoD). Perhaps, then, an enlightening piece of literature to add to your Preparedness library on this subject is *Jointness Begins at Home - Responding to Domestic Emergencies* written last year by Alan Brown. This is a concise, well-researched summary of the expected integration of our Armed Forces and the state and local forces responding to large-scale natural or man-made disasters.

The article was designed to give the DoD audience an introductory "ICS 101", and then show, as a model of ICS application, how the USCG used it for a multi-agency spill response under the National Contingency Plan (NCP). The article covers some of the lessons learned in both the *World Prodigy* and *North Cape*, which became the largest maritime spill in the history of Rhode Island when these incidents occurred in 1989 and 1996, respectively. Mr. Brown advised, "the key is to get

DoD folks to learn enough about ICS so they can knit into a domestic response more effectively." The article also advocates domestic assistance as something that can enhance DoD's readiness posture, rather than distract them from their primary war-fighting missions.

The Coast Guard mandated ICS as our primary response management tool for all contingency operations. If not already a part of your library, make sure you get a copy of COMDTINST 3120.14 dated August 24, 1998. As the article points out, the other four Armed Services are beginning to integrate ICS into their Military Support to Civil Authorities doctrine, as well. Defense Secretary William Cohen shed light on this trend in an October 1999 change of command ceremony and switch from USACOM to U.S. Joint Forces Command (USJFCOM). Contingency response operations to such threats as terrorism and weapons of mass destruction (WMD) will require significant involvement of military resources through a Joint Task Force for Civil Support. "The key word is civil support," Cohen said. "Under this joint task force it is very clear that (the military) is subordinate to civilian control." This concept isn't just for terrorism or weapons of mass destruction either, and includes DoD support to natural and man-made contingencies as well. Quite often though the Coast Guard, civilian or local responders to multi-agency incidents are utilizing ICS as their response management tool of choice. Though JOPES, joint operational planning and execution system, has been the DoD's standard for all military operations, the Incident Command System is becoming that critical common denominator that facilitates all federal, state, and local agencies to work together here in the U.S.

His article, "Jointness Begins at Home - Responding to Domestic Emergencies", was published in the defense journal "Joint Forces Quarterly," in the Spring 99 issue located on the internet at:

www.dtic.mil/doctrine/jel/jfq_pubs/spring99.htm

Be patient. It is a big file, and can take some time before it appears on the screen.

Commander Alan L. Brown, is the Senior Reserve officer assigned to Marine Safety Office Providence, Rhode Island.

Soon to be published and distributed to the field is the USCG Multi-Contingency Field Operations Guide (FOG) - COMDTPUB P3120.17. For those familiar with its pocket-sized, red predecessor, the Oil Spill FOG (ICS-OS-420-1) many will find similarities such as format, common responsibilities and ICS position descriptions. However, just as the name says, this FOG provides Coast Guard personnel with a guide to assist in response to complex multi-agency emergencies, not just oil spills.

Since its formal adoption in 1998 as the management system for all contingency responses, the Incident Command System (ICS) has become a successful tool for the Coast Guard, especially oil and HAZMAT responses. However, there has been little guidance on its application to other contingencies until now. It has become necessary to integrate this system into our responses as other emergency management agencies at the local, state, and federal level use ICS as their standard for planning and responding to emergencies regardless of type of hazard or risk.

In this first edition of the Multi-Contingency FOG, you will see response concepts for Search and Rescue, Law Enforcement, Oil Spills, Hazardous Substance Spills, Terrorism, Marine Fire, and Multi-Casualty. Inclusive in each of these chapters are full explanations of the ICS organization and examples of the modular development of the organization as the incident grows from initial response to full-scale multi-branch, multi-agency response. "The goal is to provide a scenario that challenges our traditional organizational structures by matching possible applications of ICS to the type of contingency," says LCDR Timothy Deal, G-MOR-2 project manager of the manager of the new FOG.

There is an array of technical specialists outlined in the Planning Section, Chapter 8. The Chaplain Emergency Response Team (CERT), Critical Incident Stress Management Team (CISM), Fire Behavior, Geographic Information Specialists (GIS) and the Salvage Engineering Response Team (SERT) are just a few. The significance of bringing in these specialists to an incident was highlighted during and after the response to the Egypt Air 990 crash last year and Alaska Air 261 in January 2000. Look for your new FOG's in the months to come.

A Lexicon of Contingency Preparedness – A mini-series

Staff Article

So, you can walk-the-walk, but can you talk-the-talk? Today, the field of Contingency Preparedness is ever changing, constantly adapting to new terminology and can often be a bit confusing. Even, as this article is published, new instructions and policy will soon provide additional vocabulary and meaning to the world of Contingency Preparedness. As we have learned many times over, common terminology and effective communications are critical in multi-unit, multi-agency response operations, therefore we must keep pace. Whether it's face to face, a patchwork of assisting agencies, or the concerned public, we require an understanding of the words that define our actions.

This short list attempts to provide an overview of the key concepts in Contingency Preparedness. Explanations or definitions are abridged, but include preferred Coast Guard references for further study. They are not listed in any particular order; however, these terms are the first set of three separate lists to be published in sequence with this newsletter. Keep these handy, as there will be a quiz in next quarter's issue. Test yourself, your planning staffs, and perhaps your CO!

"It is inconceivable that the Coast Guard would be acting independently in any of the large-scale emergencies listed below. Therefore, it is critical that our personnel understand the ICS management organization, understand its language & terminology, and most importantly, understand how to interact within the ICS to accomplish tasks and ultimately complete the mission to the highest professional standard."

- COMDTPUB P3120.17
Multi-Contingency FOG

CONTINGENCY (n): a significant natural or man-made event or emergency that threatens the safety of lives, property, or the environment; threatens a national security interest or may negatively impact the nation's well being. A contingency involves a response situation that requires a level of *activity that exceeds a unit's scope of normal operations*. Contingencies vary in probability of frequency, predictability, duration, and effect on the organization and public. Some example incidents are Military Outloads, Hurricanes, Earthquakes, Marine Disasters, Terrorism - Weapons of Mass Destruction. (COMDTINST M3010.11B Contingency Preparedness and Planning Manual Volume I, page 1-1)

PREPAREDNESS (v): a continuous process or cycle of activities designed to *increase the probability of successful response* operations. A snapshot of preparedness for a given contingency may be taken to determine this probability, which is based on an objective set of criteria or measurement factors. Some of these factors are: port-level/AOR risk assessment conducted, level and/or amount of trained personnel, a written

Fiscal Year 2001 Course Schedule

<u>Title/Location</u>	<u>Duration/quotas per class</u>	<u>1QTR</u>	<u>2QTR</u>	<u>3QTR</u>	<u>4QTR</u>	<u>Send TRNG Req. to:</u>
MS-732 Contingency Planner, Port Level (E-7 to O-3)	12 Days/20	16OCT00		09APR01		District/Area Planning Staff
MS-733 Command & Staff (Area & District Staffs)	12 Days/20	NONE SCHEDULED				District/Area Planning Staff
MS-734 Contingency Planner and Exercise Course (E-7 to O-3)	19 Days/20			11JUN01		District/Area Planning Staff
MS-735 Exercise Planner, Port Level (E-7 to O-3)	12 Days/20		22JAN01			District/Area Planning Staff
MS-739 Command & Control (O-5 & O-6)	5 Days/20	27NOV00	26FEB01	21MAY01	06AUG01	District/Area Planning Staff

updated response plan, number of exercises conducted, number of incidents, lessons learned documented and absorbed into plan, etc. (COMDTINST M3010.11B Contingency Preparedness and Planning Manual Volume I, page 2-4)

PLANNING (n,v): A leadership fundamental; the act of preparing for future decisions. There is both an art and science to successful, quality planning. There are many different types: Incident Action, Response, Crisis Action, Preparedness, Deliberate, vertical, horizontal, etc. It is our responsibility to know and understand the principles associated with these planning methods, how they apply to our units, when they must be utilized, and who will be individually responsible to perform their functions. (COMDTINST M3010.11B Contingency Preparedness and Planning Manual Volume I, Joint Officer's Staff Guide, 1997 Ed. - Armed Forces of the United States, Guide Pub. 1, Chapter 6 & 7).

RISK ASSESSMENT (n): Otherwise known as Port and/or AOR Risk Assessment, this activity identifies known or potential hazards, particularly their frequency, predictability, duration, and effect on the organization and its responsibilities to the public. Determining risk reveals what to plan for and the amount of planning and preparedness required to reduce it to a manageable level. It also validates predicted scenarios used for drills, exercises, and may further refine goals, missions, objectives, strategy, and tactics for response plans. In terms of Contingency Preparedness, those 11 major, (natural, man-made, and military) large-scale incidents and any other AOR-specific validated threat that would require a contingency-scale response is the target of this risk assessment process. There is no formal CG mandated process for risk assess-

ment. However, several known models of risk assessment have several steps in common, which may give you an appreciation for the scope of commitment it takes to do it right. This is not an all-inclusive list. Operational Risk Management (ORM), COMDTINST 3500.3

What's going on with OSC2?

Staff Article

A software project that started over five years ago, is closing in on completion. However, for those who have been involved in the development of the On-Scene Command and Control (OSC2) system, the new estimated time of arrival to your Standard Workstation III is somewhat bittersweet.

A joint team composed of the Office of Response (G-MOR-3), our R&D Center in Groton, CT, the National Strike Force Coordination Center, and Applied Science Associates, Inc. conspired to create OSC2, a computer software application that plays Geographic Information System (GIS) technology, oil spill trajectory analysis, and information management to the tune of Incident Command System (ICS).

Although originally designed for oil and hazardous substance spill response, the system will be capable of being utilized for any multi-agency, ICS-based contingency response operations. Equipped with electronic ICS forms, chart and mapping overlays, and a Microsoft Access relational database which can automatically update other ICS forms as information is entered, this system has been touted as the future in efficient management of resources during a large scale

➤ Common Risk Assessment Steps

- Define the boundary limits of your assessment in geographic, authoritative, and jurisdictional terms.
- Identify sources, experts and stakeholders that can provide information regarding risk
- Gather these resources (stakeholders, experts, and sources of information) and engage in scenario-based contingency preparedness planning.
- Analyzing historical incidents, lessons learned, best practices
- Analyze data, conduct trend analysis, evaluate expert and stakeholder input
- Develop risk reduction measures or strategies which attempt to reduce risk to acceptable, manageable levels
- Implement, monitor, and evaluate these measures

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response. Of course the Planning Section Chiefs out there are big fans of this project. Anything to make the IAP process easier is welcomed with open arms!

But, it may be awhile before you'll get your hands on it. Instead of continuing with a commercial procurement, OSC2 will become a component of the ongoing Marine Safety Network (MSN) project, the eventual replacement to the Marine Safety Information System (MSIS). The MSN is still another piece to the larger Marine Information for Safety and Law Enforcement (MISLE) System guided by G-MRI.

Though there is a delay in delivery to the field, LCDR Steve Wischmann, G-MOR-3 and OSC² project shepherd for the last couple years believes it is worth the wait. Not to mention the cost savings in development, but "this delay will be counterbalanced by the deployment of the system Coast Guard-wide at the out-set, versus a progressive deployment of few licenses at a time." The new timeline for complete field-level implementation is Spring/Summer 2002. "The bottom line is that OSC² is alive and well and coming to a computer near you." Soon...

Learning Lessons from ALASKA AIR 261 Response

By: LT Dan Deptula

Instructor, Contingency Preparedness School

Most of us remember the grim facts of Alaska Air Flight 261 crashing into the Southern California coastal waters with 88 passengers onboard. However, as always in the face of tragedy, Coast Guard units executed an immediate, comprehensive response. This incident, by definition, was a contingency, and required a response organization beyond the scope of normal operations for all units and agencies involved.

The circumstances of this incident highlight several challenges that we face as one of many response agencies with functional authority and/or jurisdictional responsibility. While you were sitting in your Port or AOR and learned about this incident, what went through your mind? Perhaps you spent some moments thinking about your own preparedness regarding an Air/Sea Disaster or Marine Casualty contingency response. What is the probability of a successful response in your AOR?

Essential to increasing that probability of success is the proactive review of Lessons Learned. It is an iterative process. Not only can we learn the pros and cons of a response, but we can cross-examine these elements among our own preparedness, providing necessary feedback for improvement.

The comprehensive Lessons Learned Report from MSO/Group Los Angeles – Long Beach provides insight to many critical elements of a contingency response. You can download this report from PACAREA's web page: Go to www.ckjhOKJKWO/SDF/SDFJPD/

What issues will you find in the Alaska Air 261 Response - Lesson Learned Report?

- Usage of Incident Command System/Unified Command
- VIP visitation and management
- Communication between responders
- Interaction with National Transportation Safety Board
- Public Affairs/Joint Information Center execution
- Stakeholder support and liaison officer deployment
- Role of On Scene Commander (OSC)
- Role of Integrated Support Command
- And many more...

What the Expert's say

By: LCDR David Haynes

Chief, Contingency Preparedness School

Have you ever wondered what the private sector believes are critical to a successful response? Well, the firm **Ericsson**, a large business organization that responds to international disasters, states that "The experts say a successful response is

- **"Preparation means a disaster response plan that outlines what to do and how to deploy available services. It means a fast local response in the first 24 to 48 hours are critical to saving lives.**
- **Transportation is crucial to moving people out of harm's way, or moving emergency services or relief workers in.**
- **Coordination is vital when so many players are involved and so many need to know what's going on and what's needed, where.**
- **Communications to warn people about imminent disasters, to help coordinate an immediate response, to link and deploy resources, & to rejoin people with loved ones in the wake of disaster.**

based on a few key factors: preparation, a quick local response, transportation, coordination, and communication."

Ericsson goes on to explain what they mean by those few key factors:

The Contingency Preparedness school teaches these same principles through the Coast Guard's contingency planning process. If you are interested in attending any of the courses we offer, please contact your district preparedness & planning offices for opportunities to attend.

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Send to:



Contingency Preparedness Review

This newsletter is an authorized publication of news and information relating to the Contingency Preparedness program and is published quarterly.

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